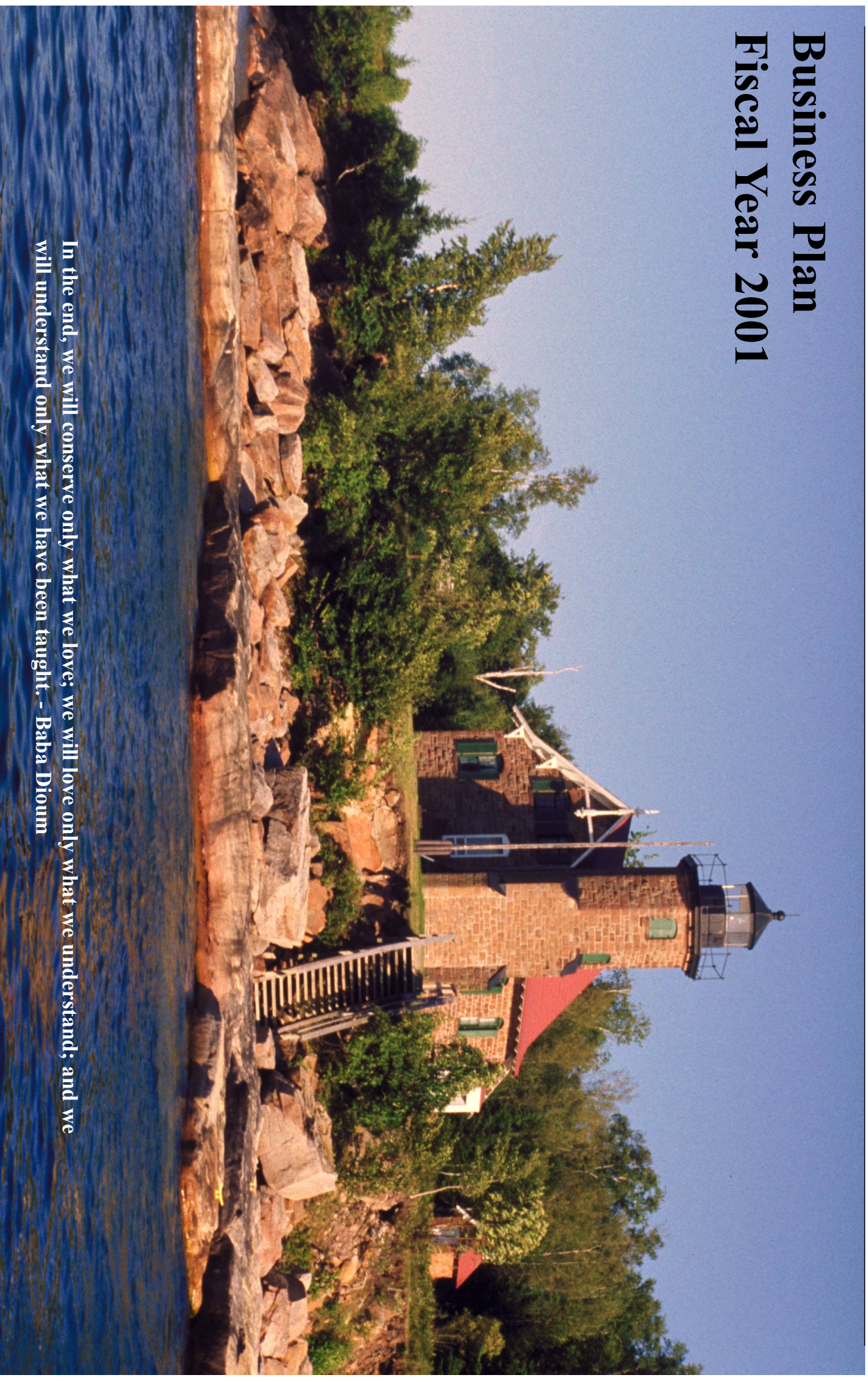




Business Plan Fiscal Year 2001



In the end, we will conserve only what we love; we will love only what we understand; and we will understand only what we have been taught. - Baba Dioum

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Introduction

The purpose of business planning in the National Park Service is to improve the abilities of parks to more clearly communicate their financial status with principal stakeholders. A business plan answers such questions as: What is the business of this park unit? How much money does this park need to operate within appropriate standards? This plan demonstrates the functional responsibilities, operational standards, and financial picture of the park.

The business planning process is undertaken to accomplish three main tasks. First, it provides the park with a synopsis of its funding history. Second, it presents a clear, detailed picture of the state of current park operations and funding. Finally, it outlines park priorities and funding strategies.

A common methodology is applied by all parks developing business plans. Park activities are organized into five functional areas, which describe all areas of business for which a park is responsible. The functional areas are then further broken down into 35 programs. This allows the park to move beyond the traditional National Park Service method of reporting expenditures in terms of fund sources, and instead report expenditures in terms of activities. As a result, the park can communicate its financial situation more clearly to external audiences. Furthermore, using the same 35-program structure for all parks provides a needed measure of comparability across park units.

This process is aided by the use of an Electronic Performance Support System, a web-based application that allows parks to complete the data collection, analysis, and document production with step-by-step instruction.

Completing the business plan process not only enables a park to produce a powerful communication tool, but also provides park management with financial and operational baseline knowledge for future decision-making.

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Superintendent's Foreword

When the Apostle Islands National Lakeshore was established in 1970, the National Park Service was given the charge to “conserve and develop for the benefit, inspiration, education, recreational use, and enjoyment of the public certain significant islands and shoreline of the United States.” That’s a tall order, and a responsibility we are very proud to bear. People love the Apostles, most visiting in the short but beautiful northern summer. The communities that edge the park on the mainland embrace the park, the islands, and their stories; the islands’ long history of human use and the park’s warm embrace by our visitors and neighbor communities create a rich “sense of place” unrivaled, in my view, by any other national park in the country.



Beautiful as the park is, and wonderful vacation destination that it may be, there’s much that goes on behind the scenes to preserve both human and natural history and provide for outstanding experiences for the visiting public. The park staff work extremely hard to maintain efficient operations, and proudly serve as land stewards for both present and future visitors. Fortunately, we do not carry out this responsibility alone. Our deep interconnection with the surrounding communities ensures our success. We are also grateful for the generosity of dedicated volunteers who augment what the National Park Service can provide.

Just over 30 years old, the Apostle Islands National Lakeshore has reached a new stage of growth. We have continually operated on a thin margin, and have grave concerns over the sustainability of the operation at the current level. Can the lighthouses be restored and protected and can visitor opportunities to safely go inside them continue? Can we continue to provide and maintain high quality docks despite the ravages of Lake Superior each winter? Can we provide emergency search and rescue services, wildlife protection, and outstanding interpretive programming? The

answer is that we must – but how we will be able to do that in the future is very uncertain. This Business Plan was developed to help us understand and communicate the stark disconnect between what we need to do and the means to do it.

The staff of the Apostle Islands eagerly sought to be part of the joint National Park Service/National Parks Conservation Association Business Plan Initiative because we believe it’s important to provide transparency in order to determine how to best manage this park—your park—for the future. The process of developing the plan has been a value-added experience in itself. Viewing our operations through the “lens” of the private sector has led to new self-discovery and analysis, as well as a deeper examination of how the park might address its funding shortfalls.

Our efforts at continuously improving park management were enhanced by this process, and the plan provides a meaningful foundation for continued dialogue with our stakeholders. As a team, we have examined what standards are truly needed to strive for excellence in our park, without the distortion of funding shortfalls.

Please share with us your comments on this plan, and any aspect of park operations. Thank you for your deep and abiding support for the Apostle Islands.

Bob Krumenaker
Superintendent
August, 2002

Executive Summary

Apostle Islands National Lakeshore staff, facilitated by graduate business student consultants, developed the park's first business plan during the summer of 2002. A communication and management tool, this plan provides a previously unavailable snapshot of the park's finances and operations. It also identifies the park's detailed funding shortfall, and communicates investment and operational priorities within that financial deficit.

Park Overview

Encompassing over 750 square miles of Lake Superior and its shoreline, the Apostle Islands National Lakeshore is a unique confluence of wondrous natural beauty and fascinating stories told through cultural resources. The park's acreage covers a 21 island archipelago, as well as 12 miles of mainland shoreline and adjacent lake waters. Established in 1970 at the northernmost tip of Wisconsin, the park offers over 195,000 annual visitors a never-ending variety of recreational activities.

Significant Findings

Historical financial analysis reveals that the park increasingly relies on non-base funding (see glossary on page 40), which accounted for 25% of all funding available in fiscal year 2001. In the past 20 years, the park's inflation-adjusted base budget has only received a 43% increase. Factors significantly affecting park cost drivers include new federal mandates, changes in visitation, and NPS staff professionalization programs.

Park operations are greatly impacted by funding insufficiencies. Total operational funding requirements for the park are \$5,965,086, but the annual funding is approximately \$2.3 million, translating to a 58% deficit. The park addresses this deficit, and the resulting operational shortfall, by increased attempts to secure non-base funding and use of investment funding. Less than a quarter of the total requirements for the Resource Protection function are funded; less than half of the total funding needs for the Visitor Experience and Enjoyment function are met. Two programs in particular, Cultural Resource Management and Natural Resource Management, are faced with substantial funding needs. Their shortfall represents the funding necessary to inventory, monitor, and preserve critical park assets.

Strategies

Clearly, the park cannot continue to operate sustainably with an almost \$3.5 million operational shortfall. This funding need cannot be entirely addressed through appropriated funding. Financial strategies, focusing on increased cost efficiencies and revenue generation, are necessary if the park is to bring its operation up to the standards necessary to meet its mission. Such strategies include more fully drawing upon park stakeholders and leveraging key resources within the park's operating environment.



Top: Piping plover
Middle: Aerial view of Ironwood Island in winter
Bottom: Adder's tongue fern



Park Overview

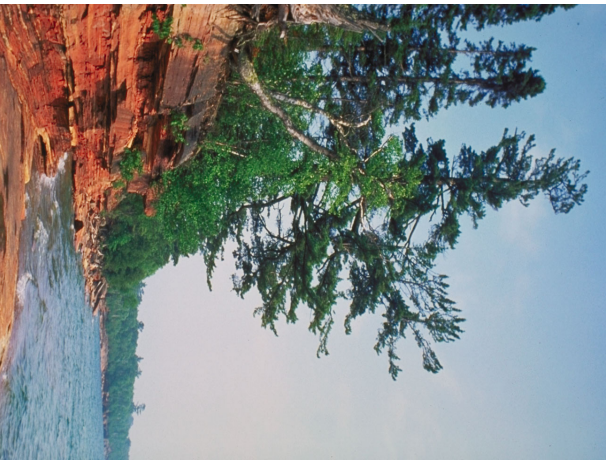
Park at a Glance

The stories of Apostle Islands National Lakeshore reveal themselves along edges where water meets land and sky, field meets forest, culture meets culture, and past meets future. This vibrant land and waterscape is located at the northernmost tip of Wisconsin, where the park includes 21 islands, 12 miles of mainland Lake Superior shoreline and the adjacent waters. The islands within the park range in size from 3-acre Gull Island to 10,054-acre Stockton Island. Lakeshore boundaries extend one quarter mile from all shorelines, and submerged acreage totals 27,232. In total, the park preserves 69,372 acres of pristine stretches of sand beach, spectacular sea caves, remnant old-growth forests, resident bald eagles and black bears, and the largest collection of lighthouses anywhere in the National Park System.



The area's rich assemblage of natural resources was created by over a million years of glaciation and the relentless power of Lake Superior, the largest freshwater lake in the world by surface area. The Apostle Islands' dynamic landscape provides habitat for a rich variety of plants and animals, many of them of national significance. The park is at the boundary of the northern hardwood forest and the southern limit of the circumpolar boreal forest. Some old-growth groves are uniquely preserved by historic lighthouse forest reserves.

Woven firmly within the region's biological diversity, the stories of Apostle Islands' cultural landscape are told in part through the historic fishing camps, sandstone quarries, and numerous other historical sites. At the center of the continent, Lake Superior has long served as a highway of commerce connecting the Apostle Islands region to the global economy, thereby transforming the region and its people. The islands have been home for the Lake Superior Ojibwe people since the



Top: Bog, Stockton Island
Middle: Julian Bay beach, Stockton Island
Bottom: Devils Island shoreline

late 1400's. Tribal traditions describe the Apostle Islands as the end point of a migration saga beginning on the Atlantic shoreline and extending over several generations. Starting in the mid-1600's, the commercial endeavors of fur trapping, commercial fishing, timber harvesting, and quarrying drew European traders and settlers to the region. Increased shipping on the Great Lakes brought the need for navigational aids to guide mariners on Superior's treacherous waters. The six lighthouses constructed on the Apostle Islands from 1856 through 1891 are now considered the nation's finest collection of historic lighthouses. Still in active service, these beacons are now accessible to visitors eager for glimpses of the old-time lightkeepers' way of life.

Unique among the National Park System, the Apostle Islands provides an astounding story of the relationship between humans and nature. The extensive historical commercial use of the land, and the human impacts on the natural resources, interplay with the wondrous healing and regrowth viewed by today's visitors. Currently, over 195,000 visitors are attracted annually to Apostle Islands' environs to enjoy a world-class array of activities, with over 70% of the visitation occurring between June and August. The wilderness character of the Lakeshore offers visitors excellent opportunities to experience physical and mental challenges, scientific study, education and inspiration. Park facilities allow visitors to choose from island lighthouses and campsites, as well as mainland trails and boat launches. Recreational activities in the park include camping, hiking, guided nature walks and programs, kayaking, powerboating, and sailing. Winter recreation sports such as cross-country skiing, dog sledding, snowshoeing and ice cave visitation are becoming increasingly popular. Area outfitters and the park's concessionaire provide guided cruises, specialized tours and transportation in and around the islands.

Park Inventory (2001)

General

Islands

21

Land acreage

42,140 (2,568 acres on mainland)

Water acreage

27,232

Shoreline

154 miles

Annual boat hours for all park operations

2,301

Infrastructure

Miles of trail

59.5

Miles of road

0.67

Campsites

67

Administrative Buildings

42

Visitor Centers

3

Acres of lawn needing mowing

39

Docks

18

Boats

22

Photovoltaic systems

26

Water distribution systems

20

Natural Resources

Annual precipitation

30 inches rain, 57 inches snow

Average daily temperatures

July: 55° - 81°; January: 0° - 22°

Endangered and threatened species

24 (3 Federal, 21 State)

Forest breeding bird species

150

Migratory bird species

237

Fish species

40

Mammal species

38

Flora species

803

Seacaves and beaches

innumerable

Sandscapes

16

Cultural Resources

Museum objects

102,000 (13,000 on site)

Historic structures

187

Light station complexes

6

Known archaeological sites

52

Known logging camps & associated sites

34

Historic quarries

4

Fisheries & fish camps

3

Historic farm sites

7

Submerged (e.g. shipwrecks)

12

Historic resorts & resort sites

3

Enabling Legislation

Apostle Islands National Lakeshore was established in 1970 to “conserve and develop for the benefit, inspiration, education, recreational use, and enjoyment of the public certain significant islands and shoreline of the United States and their related geographic, scenic, and scientific values.”

(Public Law 91-424; September 26, 1970)

Mission Statement

Apostle Islands National Lakeshore preserves and interprets a superior archipelago, rich in human history, scientific values, and natural resources—for all to enjoy.

Park Map



“...those who have never seen Superior get an inadequate even inaccurate idea, by hearing it spoken of as a lake... Superior is a sea. It breeds storms and rain and fogs, like a sea... It is cold, wild, masterful and dreaded....”

-Reverend George Grant, 1872

Historical Context

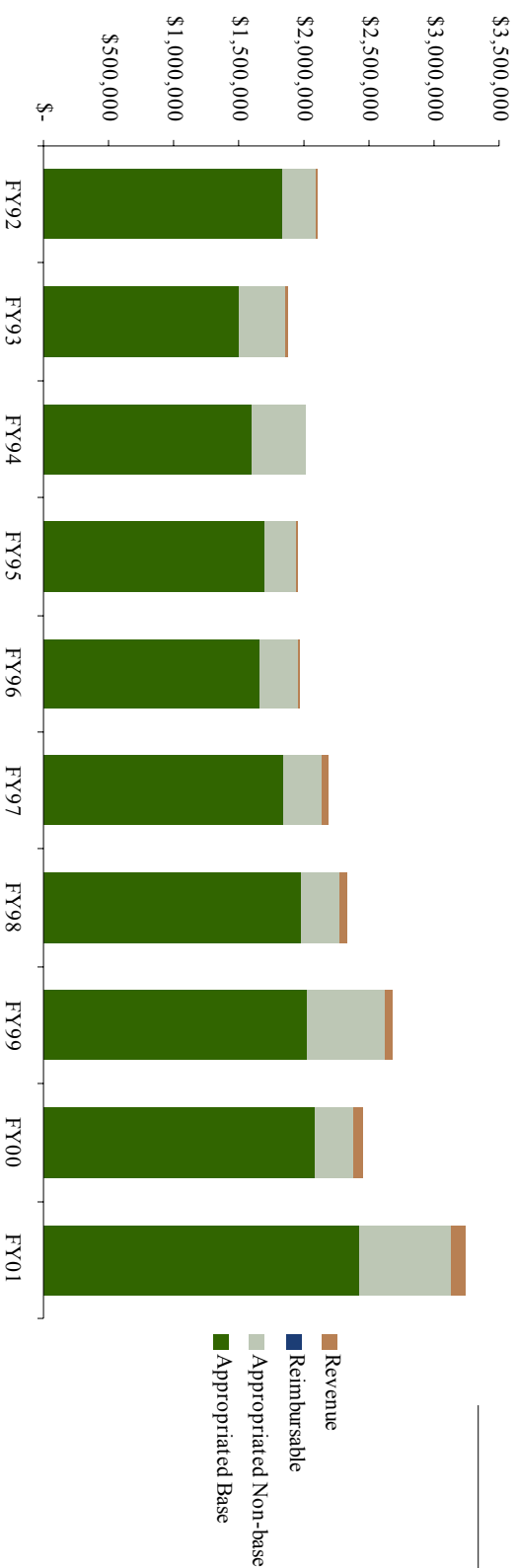
Fund Source Analysis

Apostle Islands National Lakeshore, like all national park units, draws from four main sources of funding: annual Congressional appropriated base operating budgets, annual Congressional appropriated non-base budgets (for use towards nonrecurring projects), accounts for reimbursable services rendered, and revenue from visitor and concessionaire fees and donations.

Non-base funding accounted for 25% of the \$3.2 million total funding available to the park in fiscal year 2001. Investment projects in fiscal year 2001, funded by appropriated non-base dollars, are detailed on page 30. The spike in funding for fiscal year 1999 can be attributed to investment spending on safety features for docks and interpretive media materials.

Analysis of Apostle Islands National Lakeshore's historical funding trends demonstrates an increasing reliance on non-base funding. The park's receipt of revenue funding (through private donations, Recreation Fee Demonstration program, and concessionaire fees) has increased almost tenfold within the past five years, totaling almost \$100,000 in fiscal year 2001. The strategic implications within such a financial context are significant. The uncertain nature of non-base funding, coupled with the restrictive nature of such monies, challenge long-term planning and management efforts.

Historical Expenditures by Fund Source



Analysis of Apostle Islands National Lakeshore's historical funding trends demonstrates an increasing reliance on non-base funding.

Adjusted Base Budget

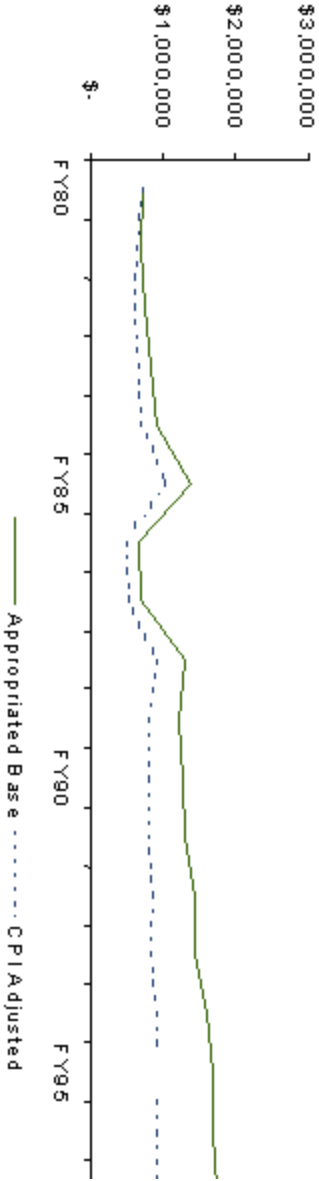
As demonstrated by the chart below, analysis of increases to the park's appropriated base funding is significantly refined when adjusted for inflation. By applying the Consumer Price Index (CPI), a widely used measure of the inflationary pressures on the price of goods and services, it becomes evident that the 199% increase in nominal base funding since 1980 is in fact relatively stagnant in real dollars. When the 43% inflation adjusted percentage increase for base budget is considered along with the park's increasing visitation (see "Visitation" section, page 14) and the advancing deterioration of park cultural resources, the continuous challenge of prioritizing park operations becomes apparent. Oftentimes, such prioritization occurs

to the detriment of the quality and quantity of services provided by the park.

As appropriate, the park competes for annually recurring operational funding increases via the Operations Formulation System (OFS). Such requirements are examined and considered alongside all National Park System units' funding requests. Within the past five years, Apostle Islands National Lakeshore has received two base increases totaling \$289,000. The latest base increase of \$236,000, received in fiscal year 2001, provides for increased park winter operation services to meet the unmet needs

By applying the Consumer Price Index (CPI), a widely used measure of the inflationary pressures on the price of goods and services, it becomes evident that the 199% increase in nominal base funding since 1980 is in fact relatively stagnant in real dollars.

Appropriated Base Budget History



Analysis of Real Growth

Two major cost drivers significantly affect the real growth of park base funding. The first, cost of employing more staff, is driven by the growth in operational need. The second is the increased cost of paying employee salaries and benefits. As seen below, in 1992 the inflation-adjusted average cost of salary and benefits for an employee was \$40,270, and the total amount for employing the park's staff was \$2,104,151. By 2001, the average cost of a park staff member increased by 19% to \$55,997 when adjusted for inflation.

Increased staffing costs can be attributed to externally-driven changes in federally mandated employee compensation and

retirement programs (see "Cost Analysis", page 12). Increases in staffing expenditures, due to the increased number of employees, are attributed to growth in visitation and corresponding increases to operational requirements.

When calculated to consider the addition of 4.25 employees by 2001, the actual staffing costs rise to over \$3.2 million. This over 4% increase in staffing costs illustrates the growth in the park's financial complexity. Increasing staffing costs leave less funding for such personnel necessities as training, travel and employee recognition.



Park rangers staff island stations and patrol shorelines to protect visitors and monitor natural and cultural resources.

Operational Costs: Appropriated Base Funding

		FY 1992		FY 1992		FY 2001		Net Cost	
		Actual Costs		Inflation Adjusted		Actual Costs		Increase	
	FTE	Average	Total	Average	Total	Average	Total	Average	Total
FY1992 Staff		37							
Salary		\$27,195	\$1,006,209	\$34,328	\$1,270,132	\$43,774	\$1,619,645	\$9,446	\$349,513
Benefits		\$4,707	\$174,169	\$5,942	\$219,852	\$12,223	\$452,237	\$6,281	\$232,384
Subtotal		\$31,902	\$1,180,377	\$40,270	\$1,489,984	\$55,997	\$2,071,881	\$15,727	\$581,897
New Staff		4.25							
Salary						\$43,774	\$186,040	\$43,774	\$186,040
Benefits						\$12,223	\$51,946	\$12,223	\$51,946
Subtotal						\$55,997	\$237,986	\$55,997	\$237,986
Total Labor	41.25		\$1,180,377		\$1,489,984		\$2,309,868		\$819,883
Non-Labor			\$923,774		\$1,166,076		\$925,248		(\$240,828)
Total			\$2,104,151		\$2,656,060		\$3,235,115		\$579,055

Increased Cost Analysis

Analysis of Apostle Islands National Lakeshore funding needs must include consideration of the park's increasing operational costs. Cost drivers of significant levels in the park in the past 20 years which have not been accompanied by sufficient base budget increases include:

The resulting shortfall from increased costs to the park, accompanied by relatively low real dollar base budget increases, has caused park staff to necessarily prioritize park operations.

- **New Federal mandates, acts and laws:** Federal mandates such as the Clean Air Act, Clean Water Act and the Endangered Species Act increased costs associated with compliance measures, such as staff time and training. Growing regulatory demands for safety and materials handling requirements have also depleted already stressed maintenance funding.
- **Changes in visitation:** Growth in winter and backcountry visitation has increased operational requirements, including maintenance and resource protection.
- **Professionalization of park staff:** Programs designed to professionalize park ranger careers paths, including “Ranger Careers” (1994), “Administrative Careers” (1995), and “Resource Careers” (1999) increased staffing costs.
- **Changes to the Federal retirement system:** The CSRS-FERS conversion (1984) increased the cost of the federal employees’ retirement programs.
- **Regional assessments:** On an annual basis, the park is allocated Regional overhead costs in the form of assessments. These costs are not always directly generated by the park. In fiscal year 2001, assessments totaled \$46,900, or almost 2% of the park’s initial base budget.

- **Encroaching private development:** Growth of private development in lands contiguous to the park has increased costs associated with resource protection.

- **Deterioration of park structures:** Lack of adequate funding for preventative maintenance and investment projects has accelerated the deterioration of aging park assets and historic structures, and multiplied the cost of maintaining these facilities.

The resulting shortfall from increased costs to the park, accompanied by relatively low real dollar base budget increases, has caused park staff to necessarily prioritize park operations in the face of funding shortfalls, to the detriment of the quality of services offered to the public. “Current Park Operations”, beginning on page 15, will highlight those operational gaps.



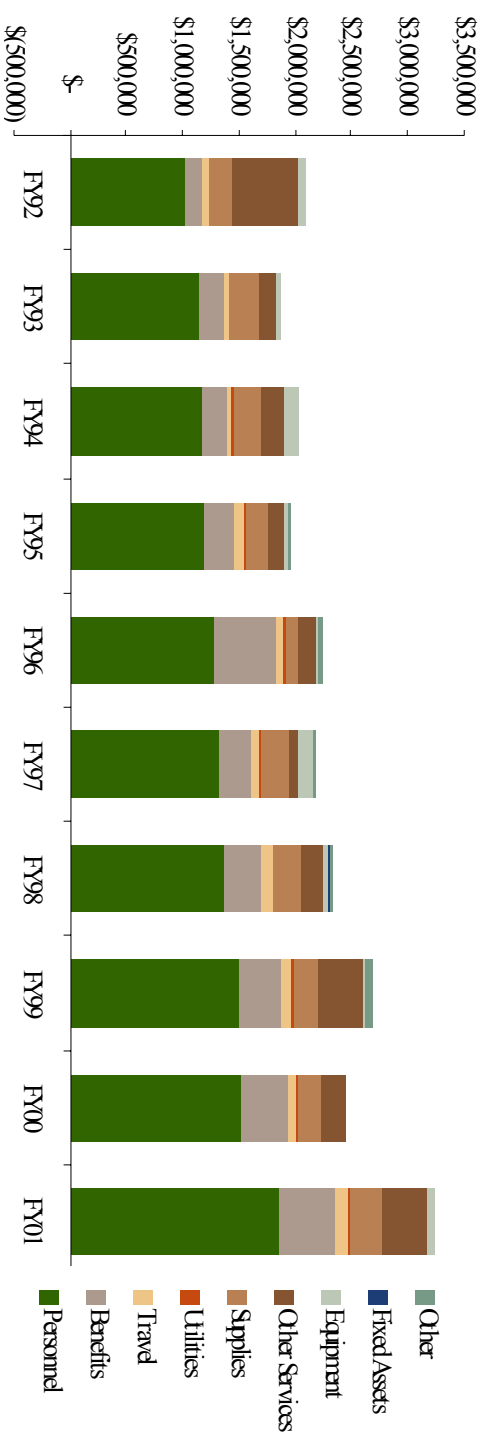
Tuckpointing at Sand Island Light Station

Analysis of Expenditures

The federal government uses Budget Object Classes (BOC's) to uniformly identify expenditures based on type. Distinction must be made between expenditures and costs; the chart below will not distinguish which services have increased in cost, merely the amount expended. Travel expenditures entail those expenses associated with travel to and from training, planning meetings and external affairs related trips. Other services refers to resource expenditures towards contracts, training fees, and information technology support services.

Overall, total expenditures have grown by 35% over the past ten years. The proportion spent on each BOC has remained relatively stable, however. Personnel expenditures entail the bulk of resources expended by the park, averaging 59% of total expenditures over the past five years. When benefit expenditures are added, the total spent on park staff was 73% of fiscal year 2001

Historical Expenditures by Category



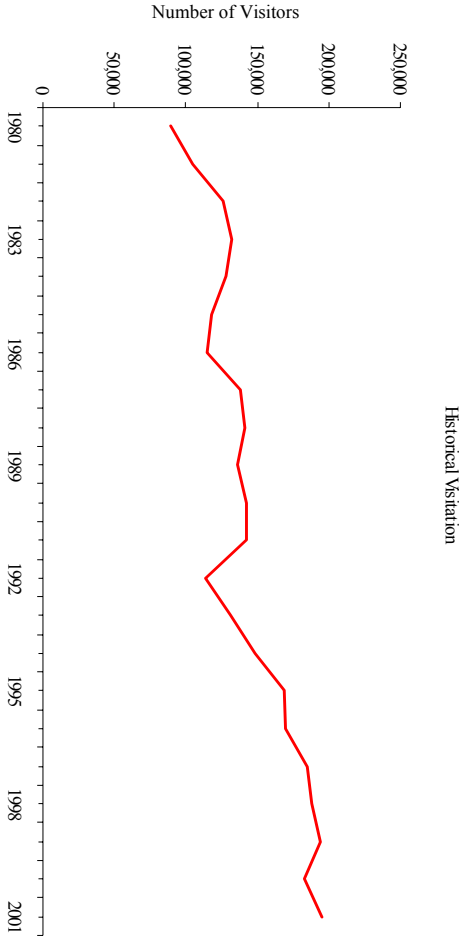
Tuckpointing chimney of fog signal building at Outer Island

Visitation

Park visitation trends give necessary context for understanding the connection between park resources and operations. The Apostle Islands National Lakeshore receives over 195,000 visitors annually. Northern Wisconsin's increasing popularity parallels continuing growth in park visitation—38% within the past ten years. This growth increases impacts to facilities and resources and demand on park operations, maintenance and planning.

In addition to an overall increase in visitation, seasonality patterns have transformed in the past ten years. Tremendous growth in activities such as skiing, winter camping, ice fishing, and ice cave visitation necessitates increased winter operations. The park has had to increase services during winter, such as road clearing, patrolling, and maintenance.

Area outfitters help to shape the nature of recreational activities in the park. These businesses have been a direct conduit for activities such as kayaking and winter



Kayaks at Raspberry Island dock

activities. The explosive growth of kayaking has increased backcountry use, and demands for the development of campsites. Backcountry permit issuance has become a significant park workload and requires increased staffing to accommodate demand.

Trends in concentrations of visitor activity put additional demands on park resources. Significant increases in visitor use on the park's mainland acreage, especially Meyers Beach and the Lakeshore Trail, have caused a corresponding need for increased park resources allocated towards resource protection, interpretation, and maintenance. In fiscal year 2001, 60% of park visitors used mainland facilities.

As of September 30, 2001, 85% of park visitors surveyed indicated satisfaction with appropriate park facilities, services and recreational opportunities. The park will continue to assess and quantify visitation impacts to facilities and resources, as well as the level of infrastructure necessary to meet visitation changes.

Current Park Operations

This business plan differentiates between two types of expenditures: Operations & Maintenance, and Investments. Operations & Maintenance requirements are those funds needed to carry out everyday operations at a park unit. Some examples include annual payroll costs, janitorial operations, and managing a telecommunications network.

On the other hand, investments are significant one-time costs that parks incur in order to fix current problems or provide for future park development. Investments may include projects such as a resource inventory necessary to establish a credible baseline before beginning a monitoring program as well as constructing a new building. This section of the plan focuses on the Operations & Maintenance activities of the park. In order to describe park operations for this business plan, park activities were divided into five functional areas, which describe the areas of business for which the park is responsible. The five functional areas are:

- Resource Protection
- Visitor Experience & Enjoyment
- Facility Operations
- Maintenance
- Management & Administration

These are then further broken down into 35 programs that more precisely describe park operations. Programs are general in order to cover a broad suite of activities that should be occurring in the park.

The next component of the business planning process is the completion of a detail sheet for each program. These forms describe the day-to-day activities occurring in the park and the totality of financial need associated with them.

Statements of work are developed to describe the suite of activities encompassed by the program. Then operational standards are generated to describe the duties and responsibilities required to meet the critical functions of the program as stated in the statement of work. These standards are then used to determine the total financial resources required to perform the standard task of the program. The final step is to compare current park activities to the operational standards to identify the gaps between required and available resources.

The following pages discuss each of the functional areas in detail.



Brownstone Quarry on Basswood Island

Resource Protection: encompasses all activities related to the management, preservation and protection of the park's cultural and natural resources. Activities include research, restoration efforts, species-specific management programs, wildland fire management, archives and collections management, historic site protection, and information integration activities.

Visitor Experience & Enjoyment: includes all park activities directly related to providing visitors with a safe and educational experience while at the park. It includes all interpretation, visitor center management, interpretive media, in-park concessions management, fee collection, and visitor safety services.

Facility Operations: includes all activities required to manage and operate the park's infrastructure on a daily basis. Buildings, roads, trails, utilities, and campgrounds require a range of operational activities from basic sanitation to snowplowing to water testing.

Maintenance: includes activities directed solely to prolonging the life of park assets and infrastructure through substantial repair, replacement or rehabilitation of park assets, such as buildings, roads, trails, utilities, fleet vehicles, and equipment.

Management & Administration: encompasses all parkwide management and administrative support activities. It includes all park communications and external affairs activities, park level planning, human resource management, information technology, park leadership, and financial management.

Resource Protection

Resource Protection functions at Apostle Islands National Lakeshore safeguard natural and cultural resources through research and monitoring, law enforcement, preservation and restoration. The Lakeshore is home to an incredible diversity of resources - from endangered migratory birds to historic light stations and fish camps to fragile sandspit vegetation. Protecting these priceless resources while continuing to enhance the visitor experience is a challenge that the park tackles every day.

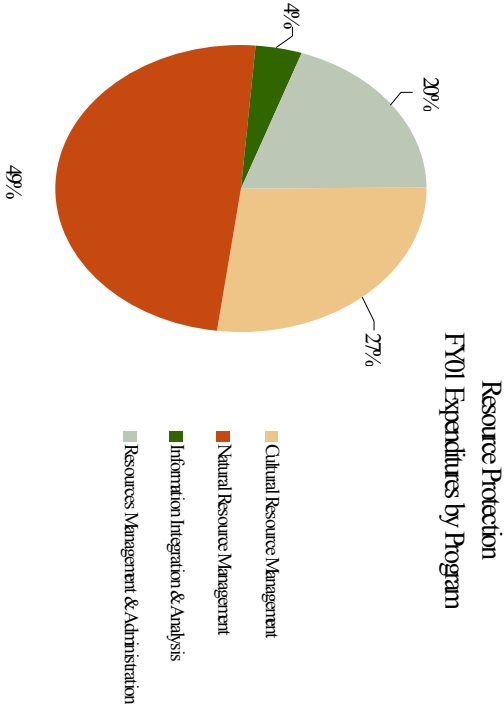
The function includes the following programs: Information Integration and Analysis, Natural Resource Management, Management and Administration and Cultural Resource Management. The Natural Resource Management and Cultural Resource Management programs include several sub-programs. Natural Resource Management covers both research and management of the natural resources, as well as the law enforcement aspect of protection. Research and management of the cultural resources, law enforcement, museum curation and preservation of historic structures comprise the Cultural Resource Management program.

The cost of upkeep to historic structures and landscapes within islands of Lake Superior is high. The park maintains an invaluable collection of lighthouses, historic logging, quarrying and commercial fishing camps, upholding the park's mandate requiring it to incur the costs of preservation and enable visitor access. Historic preservation in an island setting presents major maintenance challenges, increasing associated program costs.



Outer Island light station

The cost of upkeep to historic structures and landscapes within islands of Lake Superior is high. The park maintains an invaluable collection of lighthouses, historic logging, quarrying and commercial fishing camps . . .



Total Required		Available		Shortfall	
FTE	Funds	FTE	Funds	FTE	Funds
29	\$2,002,661	7.66	\$489,514	21.3	\$1,513,146

Preservation of the natural habitat requires extensive research and management, in association with park and federal mandates. Labor comprises nearly 90% of the costs incurred by Natural Resource Management. Inventorying and monitoring of the natural environment, and the resulting scientific analysis generated from such studies, are inherently labor-intensive but essential to uphold the National Park Service mandate to

“conserve resources unimpaired.”

Law enforcement staff dedicate their time to patrolling the natural habitats and cultural resources, in addition to preventing and managing wildland and structural fires, also labor-intensive duties. The staffing costs of the law enforcement rangers have increased as the National Park Service increasingly meets its operational mission via national work “details.” These details require park units to send staff to fight fires and provide security across the nation, thereby decreasing availability in source parks.

Of the \$489,514 available funding, three-fourth is currently allocated towards Natural and Cultural Resource Management and one-fourth is allocated towards Management and Administration. The high management costs are an anomaly for 2001, as 40% of these expenditures were dedicated to relocation costs associated with hiring a new division chief. The Resource Protection function requires additional \$1,513,146 (which includes funding for 21.3 FTE’s) in order to effectively protect the park’s resources. 43% of this tremendous funding shortfall reflects Cultural Resources preservation and research and management needs that are required to fight the increasing pressures of deterioration of the

historic structures. Natural Resource research and management requires an additional \$381,680 to adequately protect natural resources in the park.

Key Operational Gaps

- Critical Cultural Resource Specialists (including Archaeologist, Archives Technician and Historic Architect) to research and manage cultural resources
- Increased operational funding for historic preservation
- GIS Specialist for park research, monitoring, mapping and surveys
- Two additional biologists to research and manage natural resources
- Dedicated fire technician to develop and update Fire Management Plan and

Sandscapes: Adaptable but Fragile

Apostle Islands National Lakeshore hosts the most diverse collection and among the highest quality sandscapes (including sandspits, cusped forelands, tombolos, beaches, and a barrier spit) found in the Great Lakes. The biological significance of these unique habitats is recognized worldwide.

The beautiful beaches draw many visitors to the sandscapes. Ironically, sandscape vegetation that has adapted to the relentless forces of nature is easily impacted by human trampling. Unfortunately, the result of visitor use is that vegetation on several spits and beaches has been compromised. The park has taken many steps to conserve both the beauty and biological significance of this resource. To determine the condition of sandscapes and potential restoration needs, the park has been conducting sandscape monitoring since 1990. To minimize impacts from informal trails, floating boardwalks have been installed at some of the most heavily used sandscapes. These boardwalks direct visitor traffic and have been very successful in reducing damage to the sandscapes. Using the Oak Island sandscape project, an interagency venture funded by the U.S. Fish and Wildlife Service and the National Park Service, as a pilot, the park has begun sandscape restoration. If these measures prove to be effective, then the park will expand the pilot project to the other fragile sandscapes in



Julian Bay at Stockton Island

Visitor Experience and Enjoyment

The Visitor Experience and Enjoyment function focuses on the aspects of park operations that interface with the visiting public. The programs in this function include Concessions Management, Partnerships, Education, Fee Collection, Interpretation, Management and Administration, Visitor Center Operations, Visitor Safety Services and Visitor Use Services. Interpretive and Law Enforcement rangers work together to enhance the visitors’ experience and ensure their safety.

While the scope of programs for this function is broad, most visitors identify these services with the encompassing label of Interpretation. The word “Interpretation” comes from the Aramaic word “pah-shaar” and means “solution.” Interpreters must have the professional ability to understand and explain difficult things in order to facilitate a connection between the interests of visitors and the meanings associated with park resources. Effective interpretation is a communication tool that links tangible resources (physical features, buildings, artifacts) to intangible resources (stories, people, values, ideas, systems) in order to reveal meanings.

Curriculum-based educational programs include the Lighthouse Curriculum, Island School and Lake Superior Studies. The park’s bilingual Cultural Educator uses the Ojibwe culture as a springboard to promote cultural and natural connections in education and science.

Kayak overnight use has increased dramatically - from 900 to 3,800 kayakers in the past ten years. In order to provide informational and educational services to this clientele, rangers kayak to make visitor contacts, provide resource education and promote water safety.

Camping permits within the Lakeshore have increased 26% over the past five years. Interpretive staff at the Headquarters Visitor Center assist visitors in trip planning and obtaining camping permits. The NPS has chosen to retain this function within the



Climbing to Raspberry Island Light Station

“As long as I live, I’ll hear waterfalls and birds and winds sing. I’ll interpret the rocks, learn the language of the flood, storm and avalanche. I’ll acquaint myself with the glaciers and wild gardens, and get as near the heart of the world as I can.”
John Muir

Total Required		Available		Shortfall	
FTE	Funds	FTE	Funds	FTE	Funds
28.24	\$1,522,230	15.7	\$694,979	12.54	\$827,251

park and not to contract the service out primarily due to Lake Superior’s unpredictable nature. Dynamic weather conditions in Lake Superior necessitate that visitors venturing out on it must be made fully aware of safety precautions. Visitor service programs are challenged by the need to maintain the visitor center function and backcountry camping permit office simultaneously.

Apostle Islands National Lakeshore is home and protector to the largest collection of light stations in the National Park System. Five of these light stations are open daily to the public during summer months, allowing visitors almost unrivaled exploration opportunities. Currently, four of the light stations are staffed by highly dedicated volunteers.

The visitor safety program involves the development, management, and implementation of a broad range of comprehensive activities designed to protect the visitors of the park. The primary activities include law enforcement, search and rescue, and emergency medical services.

Other programs involved, to a lesser extent, include activities for structural and wildfire fire. The success of this program depends strongly upon a well-equipped, well-trained, physically fit group of park rangers whose basic work requires expertise in a variety of subject areas.

In order to effectively deal with visitor services costs within an island environment, park staff strive to provide mission-based programming through a variety of partnerships, such as with educational organizations such as Wisconsin's Cooperative Education Services Agency, Northland College, and area public school districts. Corporate partnerships such as Exxon and Ford Motor Company have provided funding for curriculum, educational programs and equipment. Partnerships with government agencies such as tribal, Forest Service, Fish and Wildlife, State of Wisconsin, city and county governments enhance park operations as well. Eastern National, a non-profit



"Wow! Now I'll really have something to tell people when I get back!" -Student

national park cooperating association, provides one staff member to operate a sales outlet within the park each summer, as well as funds for research and publications each year.

Roughly a quarter of the 2001 expenditures for this function were dedicated to management and administration. 97% of the funds spent on management and administration covered labor expenditures. Management of these programs becomes costly due to the difficulties of supervision, scheduling, and administration in the island setting. Visitor safety services comprised 23% of the 2001 expenditures. Over one-third of this function's allocations covered Visitor Center Operations and Interpretation programs. Currently, the Visitor Experience and Enjoyment function faces a 45% deficit in labor and a 54% deficit in funding. These shortfalls represent the disparity between increasing costs and stagnant funding. As visitation increases, the demand for visitor-related services increases. Park and federally mandated standards cannot be met with the resources allocated to the park.

Key Operational Gaps:

- Funding for a backcountry permit office to enhance trip planning services for visitors without compromising the availability of other visitor center operations
- Increased law enforcement staff to meet visitor safety standards and assure ranger safety
- Additional interpretative staff for formal island programs

Island School:

The Four Ships of the Apostles

"This island has its own strength and independence. People can be like islands."

Resource Partnership: Apostle Islands National Lakeshore and Northland College partner each spring to present the successful environmental education program, Island School. Students from Northland College who are majoring in environmental education use this experience as their CapStone project prior to graduation. Rangers serve as mentors and auditors.

Youth Leadership. This curriculum based environmental education program targets 6th grade students. College students instruct 6th grade classes in both day and residential camps on Stockton Island. *"We learned that sometimes kids get to lead."* -Student

Citizenship: One of the key understandings that students leave Island School with is that they are members of a larger community. They understand that community is greater than humans and that their personal response to the membership of this greater community is critical. *"One thing you do tends to lead to another. Know what you're doing before you just start doing it."* -Student

Stewardship: The program has been in existence for more than fifteen years. Each year about three hundred and seventy-five 6th graders travel to the islands for a lifetime experience full of memories and stewardship commitments. *"You have never lived until you have slept on an island."* -Student

Facility Operations



The park operates 26 photovoltaic power systems throughout its island-based infrastructure.

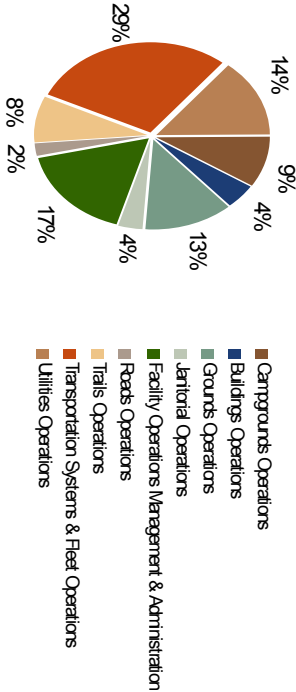
... nearly one third of resources are used towards Transportation and Fleet Operation activities ... this activity underlies every park function, from transportation of interpretive rangers to island lighthouses to enabling search and rescue operations.

Facility Operations encompass activities that provide for effective park operations. In order to meet the needs of visitors, park staff ensures the systems of trails, roads, utilities, boats, vehicles, campgrounds and buildings and grounds are kept operational. Assets operated include 3577 feet of docks, 23 well systems, 67 campsites, and 42 administrative buildings and 11 housing units. Typical activities might include trail clearing, snowplowing of roads, or operation of park boats. Operational workload peaks in the summer season when visitation is highest. Visitation increases and patterns are a major cost driver for this function.

Analysis of this function's expenditures reveals that nearly one-third of resources are used towards Transportation and Fleet Operation activities. In fact, this activity underlies every park function, from transportation of interpretive rangers to island lighthouses to enabling search and rescue operations. Assets dedicated to this activity include a fleet of 22 motorized boats, ranging in size from 15 to 56 feet in length. The current fleet does not meet the size and power requirements needed for the increase in maintenance workload.

The second largest source of expenditures is with Utilities Operations. Support of park staff stationed on islands requires 20 water distribution and 26 photovoltaic systems to be operational. Finally, 17% of resources used were allocated towards management activities of this function. A park partnership with the interagency Northern Great Lakes Visitor Center (NGLVC) creates some

Facility Operations
FY01 Expenditures by Program



Total Required		Available		Shortfall	
FTE	Funds	FTE	Funds	FTE	Funds
18.66	\$1,100,068	7.57	\$508,337	11.09	\$591,731

duplication in management staffing.

To best align base funding availability to its core competencies, the park has outsourced some facets of its operations, including fuel pumping and janitorial services. Prioritization of resource allocations has resulted in deficit funding for fleet asset fuel in recent years, and the park has had to dip into investment dollars to cover those operational needs. The Facility Operations deficit in FTE's includes a permanent part-time maintenance employee for increased responsibilities at the NGLVC and additional

maintenance workers. Resource allocations for Facility Operations will be driven by the logistical challenge of operating in an island-based infrastructure.

Key Operational gaps

- Provide adequate fleet transportation fuel for parkwide operations
- Manage dedicated campground host program to meet visitor needs
- Adequate facility support of the substantial visitation at Meyers Beach
- Paint and upkeep facilities to preclude maintenance needs
- Monitor and inspect utility systems on a standardized basis



Crevice on Lakeshore Trail

WEATHER REPORT

... NOAA weather: Today's near shore marine forecast for Western Lake Superior, clear skies, temperature 65 degrees, visibility 25 miles, winds northwest 15-25 miles per hour, waves 5-10 feet.

For some, this weather forecast indicates a beautiful day. But for employees at the Apostle Islands, it is concerning news. Strong winds on Lake Superior mean extremely dangerous marine conditions. Lake Superior is an immense natural barrier to those attempting to travel to the islands. Although the closest island lies only two miles offshore, it can seem like 50 times the distance with unfavorable winds.

The only way to safely access the islands is by boat. The most distant point in the park, the lighthouse at the tip of Outer Island, is 27 miles from the closest marina, or one hour and ten minutes under ideal conditions. On calm days, employees can maneuver their boats around underwater hazards and slowly approach access points. But strong winds across Lake Superior create immense waves. Wind direction determines dock accessibility, dictating when boat transportation can safely occur. Docks and shorelines can be inaccessible for hours or days at a time. When access is impossible, there is no transportation of personnel to the islands. This means project delays and rescheduling work for a later date. Park employees must be extremely flexible, anticipate delays and use their work time effectively on other, sometimes lower priority projects.

Lake Superior weather conditions can change within minutes. In one trip, lake conditions can go from calm to unapproachable. During rough seas, boat operators have to be extremely skilled, sometimes "bowing-in" at docks or rocky shorelines. As boats approach safe distance of docks or ledges, passengers jump from the bow of the boat onto the island. Cargo is passed hand to hand. On many days it is impossible to get close to shore without danger to the boat and employees. In the fall, waves spraying the boat can freeze instantly, making surfaces slippery

Maintenance

Resources dedicated to Maintenance functions serve to prolong and maintain the useful life of park assets in order to meet visitor needs and sustain park operations. Apostle Islands National Lakeshore staff maintain trails, roads, buildings, grounds, utility systems, heavy equipment, motorized vehicles and fleet assets. The scope of work includes both preventative and corrective maintenance efforts supported by appropriated funding and revenue monies, which in FY2001 totaled \$241,019. As funding is made available, investment projects are undertaken in order to increase the value of park assets.



Park boat operator "bows in" at a park dock.

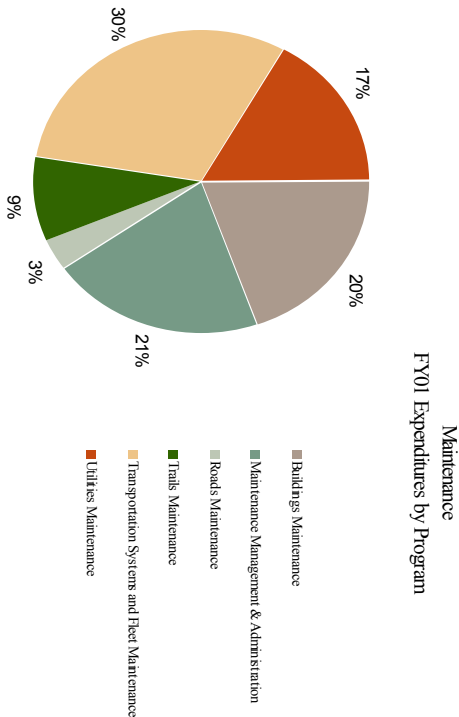
Maintenance of the park's island-based infrastructure is challenging. Logistical support of such effort is costly, and park assets deteriorate considerably from exposure to the Lake Superior weather. Additionally, growth in backcountry visitation has increased the need for repair of the park's more remote facilities.

To balance funding shortfalls with maintenance demands, creative cost savings efforts are continuously undertaken.

Perhaps most significantly, the park's Maintenance functions are hampered by the need for replacement of park assets which have aged past their useful life. In the absence of investment replacement of such assets, base monies are used to undertake the bare minimum of maintenance required, creating a financial drain on parkwide maintenance efforts and base operations.

Management activities represent over 20% of the total resources expended. The park's partnership responsibilities to the Northern Great Lakes Visitor Center creates duplication of maintenance management staff by .5 FTE.

As shown in the Financial Summary, resources allocated towards maintenance efforts represent almost 10% of the total base budget. When analyzed alongside the park's requirements, this percentage



Total Required		Available		Shortfall	
FTE	Funds	FTE	Funds	FTE	Funds
6.49	\$444,762	3	\$237,717	3.49	\$207,045

maintenance. To balance funding shortfalls with maintenance demands, creative cost savings efforts are continuously undertaken. As deemed cost efficient, the park outsources competitively for services such as specialized fleet asset maintenance, road grading, septic and fuel pumping.

The addition of 3.5 FTE will provide for a Small Engine Mechanic, seasonal maintenance assistance, and secretarial support.

Key Operational gaps

- Replace boats and motorized vehicles which are past their useful life
- Increase resources dedicated towards cyclic maintenance
- Maintain adequate preventative maintenance cycles on all assets
- Provide support for new maintenance management programs, such as Maximo
- Mitigate increased visitor impact on mainland facilities at Meyers Beach and Little Sand Bay
- Provide for timely response to maintenance requests
- Meet substantial maintenance backlog on utility systems



Snowmobile training

Doing More With Less

In order to meet park maintenance needs with available funding, maintenance managers at the park continuously implement creative cost efficiency measures.

Water-based transportation is required to access 98% of the Apostle Islands National Lakeshore. Park transportation staff significantly cut down on wear and tear of fleet assets by using “just-in-time” logistical systems. Over recent years, the park transitioned from “stockpiling” labor, supplies and equipment on the islands to a system whereby all operational transportation requirements are consolidated and delivered on an as-needed basis.

During the winter season when transportation is difficult or cost prohibitive, many maintenance projects are removed from island locations and brought to mainland facilities at Roys Point. By doing so, the park is able to increase the amount of corrective maintenance activities accomplished with relatively little logistical cost increase as well as ensure retention of more experienced journeymen.

Maintenance managers also maximize use of external resources. By partnering with concessionaire cruise services, the park cuts costs on small project or individual transportation needs—saving up to \$20 per one-hour trip on boat operator, fuel and overhead costs.

Management and Administration

Strategic level management, planning and parkwide support activities are encompassed in the Management and Administration function. The multi-faceted nature of the park's mission challenges its leadership team to weave both land stewardship and visitor enhancement goals together into comprehensive management systems. These efforts are enhanced by relationships with park stakeholders who add invaluable resources to the available base and revenue funding.

A diversity of programs comprise the park's managerial and administrative function: communications, external affairs, financial management, general administration, human resources, general management, safety and planning. These programs cover various administrative activities including negotiating and administering contracts and agreements; recruiting outstanding candidates to staff vacant, critical positions; developing, executing, and tracking the park's budget; managing park finances; administering the park Local Area Network (LAN); and troubleshooting personal computer hardware and software problems. The planning program covers strategic park priority and direction development, as well as regulatory compliance reporting.

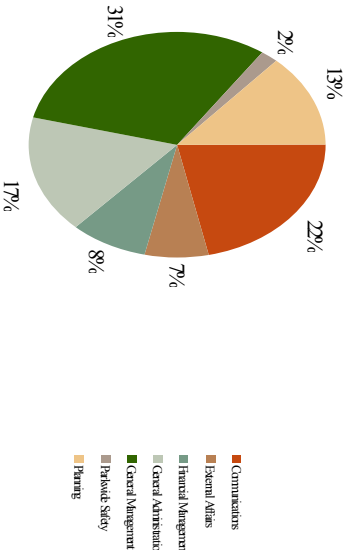
Over one-third of fiscal year 2001 Management and Administration expenditures were allocated towards General Management activities, providing the park with necessary strategic level management and human resource services. 22% of this function's expenditures funded communications activities, which include radio dispatch, security, information technology and telecommunications systems servicing and management.



Planning for long term park operations occurs on a continual basis.

Various factors drive this function's expenditures, such as the cyclic need for strategic planning and federally mandated compliance and reporting measures.

Management & Administration
FY01 Expenditures by Program



Total Required		Available		Shortfall	
FTE	Funds	FTE	Funds	FTE	Funds
13.45	\$971,936	7.69	\$548,285	5.76	\$423,651

Various factors drive this function's expenditures, such as the cyclic need for strategic planning and federally mandated compliance and reporting measures. The Management and Administrative function requires \$971,936 (which includes funding for 13.5 FTEs) to meet park standards, many of which are federally mandated. Funding for the deficit 5.8 FTE requirements would provide funding for several positions, including a Budget Technician, Administrative Clerk, Safety Officer, and Planning Specialist.

Key Operational gaps

- Increase communication links and park dispatch for operation after normal business hours in order to manage emergencies for remotely stationed staff and visitors.
- Provide adequate training to maintain staff skills at an optimum level.
- Staff Budget Technician position to support parkwide fiscal accountability.
- Enhance public information, media relations and web services.



Northern Great Lakes Visitor Center

Gateway to the North

The Northern Great Lakes Visitor Center is a cooperative partnership between the U.S. Forest Service, National Park Service, U.S. Fish and Wildlife Service, Wisconsin Historical Society, University of Wisconsin Extension and the Friends of the Center Ltd. This multi-agency center began with a community, grassroots desire for an area gateway to the northern Great Lakes region.

The Northern Great Lakes Visitor Center promotes a customer-based environment for all visitors, while providing comprehensive, customized traveler information to enhance and encourage regional tourism; educating audiences of all ages through information, engaging, and entertaining programs on the cultural and natural resources of the region; and promoting citizenship and stewardship by building partnerships and providing leadership.

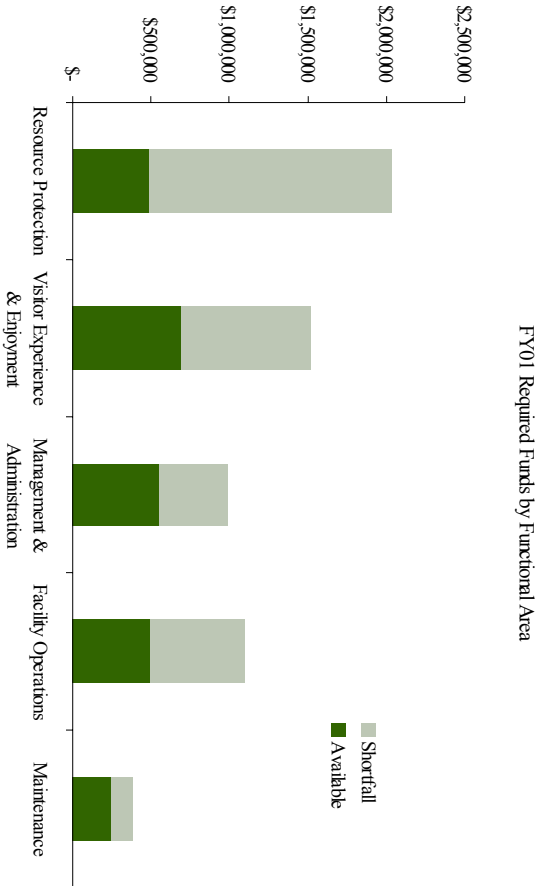
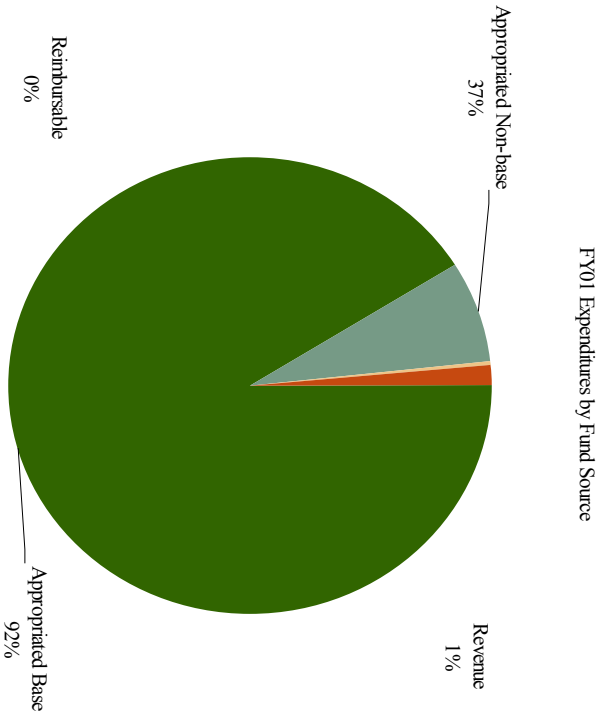
The Center's challenge is to secure operational funding. The contributing agencies must increase funding for the Center to sustain operations, but funding increases naturally come at the expense of the agencies' other programs. While the partnership allows for a pooling of funds, it also creates a managerial orphan of sorts since no agency has full ownership or responsibility for the project.

Financials

Summary Financial Statement

In total, the operational requirements for Apostle Islands National Lakeshore are \$5,965,086, which include the labor costs for 96 FTE's. This translates to a 58% deficit in operational funding. These figures are dramatic, but are a realistic projection of the financial support necessary to bring the park up to standards which are federally mandated, and to a level necessary to serve over 190,000 visitors annually while protecting park natural and cultural resources. This fiscal year 2001 snapshot of the \$3,493,323 operational deficit highlights the degradation of both the level and quantity of services the park is able to offer.

Roughly 60 percent of the park's expenditures are funded via the park's appropriated base dollars, and over one-third of the expenditures are funded by appropriated non-base and revenue monies. As detailed in the "Fund Source Analysis," funding diversification has become necessary to support park operations, but increasing reliance on non-base dollars also subjects the park to financial risk and uncertainty.



The Summary Financial Statement on page 27 presents a detailed snapshot of park operational requirements and fiscal year 2001 resource allocations across the 35 activity-based programs. Two programs stand out with regards to large deficits: Cultural Resource Management and Natural Resource Management. These programs both face the challenge of managing encroaching dangers to park resources. Natural processes such as erosion and deterioration combined with the human impacts of visitation create an ever-increasing need for aggressive resource protection. The shortfalls in these programs represent the funding required to tip the balance of resources from a state of degradation to preservation.

The Required Funds by Functional Area chart shows both the available and deficit funding for each park function. Information for all functions shows only operational allocations and requirements, and does not reflect investment funding or needs. Although Visitor Experience and Employment shows the most total funding with \$694,979, this available funding represents 46% of total requirements for the function. As a percentage of total requirements, Maintenance functional activities had the highest rate of funding with 64% of total requirements met. Less than a quarter of the total requirements of Resource Protection are funded, resulting in a \$1,547,872 shortfall. These funding ratios show that the overall prioritization of park operations has primarily provided for immediate visitor and maintenance services.

FUNCTIONAL AREAS AND PROGRAMS	REQUIRED		AVAILABLE				TOTAL		SURPLUS/(DEFICIT)	
	FTE	Funds	APPROPRIATED Base	NON-APPROPRIATED Non-base	NON-APPROPRIATED Reimbursable	Revenue	FTE	Funds	FTE	Funds
RESOURCE PROTECTION										
Cultural Resource Management	13.2	\$957,730	\$104,997	\$20,133	\$0	\$7,999	2.3	\$133,130	(10.9)	(\$824,600)
Information Integration and Analysis	10	\$76,692	\$19,424	\$1,420	\$0	\$0	0.4	\$20,845	(10.6)	(\$55,848)
Resources Management and Administration	2.6	\$190,230	\$55,804	\$38,922	\$563	\$875	0.7	\$96,163	(18)	(\$94,066)
Natural Resource Management	12.2	\$778,008	\$228,731	\$10,646	\$0	\$0	4.3	\$239,376	(7.9)	(\$538,632)
Subtotal	29.0	\$2,002,661	\$408,957	\$71,211	\$563	\$8,874	7.7	\$489,514	(21.3)	(\$1,513,146)
VISITOR EXPERIENCE AND ENJOYMENT										
Concessions Management	0.2	\$11,443	\$3,294	\$0	\$0	\$0	0.1	\$3,294	(0.2)	(\$8,149)
Partnerships	18	\$103,327	\$26,895	\$7,239	\$0	\$581	0.7	\$34,716	(11)	(\$68,611)
Education	1.3	\$64,234	\$2,176	\$0	\$0	\$2,026	0.5	\$23,822	(0.8)	(\$40,411)
Fee Collection	0.7	\$30,807	\$2,152	\$3,65	\$0	\$1,143	0.7	\$23,081	(0.1)	(\$7,727)
Interpretation	6.1	\$231,562	\$98,461	\$196	\$0	\$1,160	2.6	\$100,117	(3.5)	(\$13,144)
VEE Management and Administration	3.7	\$287,007	\$175,352	\$1,348	\$0	\$0	3.3	\$176,701	(0.5)	(\$110,307)
Visitor Center Operations	3.4	\$818,32	\$26,261	\$87	\$0	\$4,639	3.5	\$130,987	0.1	(\$50,845)
Visitor Safety Services	4.7	\$389,153	\$145,266	\$6,878	\$0	\$0	2.7	\$52,144	(2.0)	(\$237,009)
Visitor Use Services	6.4	\$222,865	\$44,353	\$56	\$2,188	\$3,060	1.8	\$50,117	(4.7)	(\$172,749)
Subtotal	28.2	\$1,522,230	\$663,231	\$16,650	\$2,188	\$12,910	15.68	\$694,978	(12.6)	(\$827,252)
FACILITY OPERATIONS										
Campgrounds Operations	2.7	\$27,474	\$32,149	\$10,626	\$0	\$3,710	1.0	\$46,485	(1.7)	(\$80,989)
Buildings Operations	2.5	\$45,310	\$14,677	\$4,176	\$0	\$3,696	0.3	\$22,549	(2.3)	(\$122,761)
Grounds Operations	2.5	\$144,617	\$68,583	\$3,365	\$0	\$668	1.3	\$72,615	(1.3)	(\$72,002)
Janitorial Operations	1.3	\$60,689	\$8,923	\$217	\$0	\$0	0.2	\$9,140	(1.1)	(\$51,550)
Facility Operations Mgt & Administration	2.1	\$15,331	\$73,246	\$29	\$0	\$0	1.2	\$73,275	(0.9)	(\$42,056)
Roads Operations	0.3	\$16,405	\$10,379	\$123	\$0	\$140	0.1	\$10,642	(0.1)	(\$5,763)
Trails Operations	2.4	\$12,179	\$36,434	\$4,347	\$0	\$2,423	0.7	\$43,203	(1.7)	(\$78,596)
Transportation Systems and Fleet Operations	2.6	\$19,194	\$142,858	\$2,353	\$0	\$1,500	2.0	\$146,712	(0.6)	(\$45,230)
Utilities Operations	2.8	\$168,250	\$54,117	\$17,487	\$0	\$0	0.7	\$71,604	(2.1)	(\$96,647)
Subtotal	19.1	\$1,091,818	\$441,366	\$42,722	\$0	\$12,137	7.3	\$496,225	(11.8)	(\$595,593)
MAINTENANCE										
Buildings Maintenance	1.1	\$62,201	\$28,314	\$4,183	\$0	\$0	0.6	\$32,497	(0.5)	(\$29,704)
Maintenance Management and Administration	16	\$85,450	\$68,538	\$29	\$0	\$0	1.1	\$68,567	(0.5)	(\$16,883)
Roads Maintenance	0.0	\$8,259	\$7,480	\$0	\$0	\$0	0.0	\$7,480	(0.0)	(\$779)
Trails Maintenance	1.1	\$55,861	\$19,818	\$1,074	\$0	\$516	0.1	\$21,408	(1.1)	(\$34,453)
Transportation Systems and Fleet Maintenance	1.7	\$175,885	\$69,502	\$2,324	\$0	\$110.8	0.7	\$72,844	(1.0)	(\$43,041)
Utilities Maintenance	0.8	\$48,787	\$29,955	\$10,010	\$0	\$0	0.5	\$39,966	(0.2)	(\$8,822)
Subtotal	6.3	\$376,442	\$223,607	\$17,620	\$0	\$1,534	2.9	\$242,762	(3.4)	(\$133,681)
MANAGEMENT AND ADMINISTRATION										
Communications	2.8	\$212,606	\$95,506	\$22,118	\$0	\$501	1.4	\$118,125	(1.4)	(\$94,481)
External Affairs	14	\$112,921	\$38,440	\$0	\$0	\$0	0.5	\$38,440	(10.9)	(\$74,481)
Financial Management	1.3	\$80,415	\$45,408	\$0	\$0	\$0	0.8	\$45,408	(0.5)	(\$35,007)
General Administration	1.9	\$107,690	\$94,221	\$0	\$0	\$0	1.8	\$94,221	(0.1)	(\$13,469)
General Management	2.9	\$169,918	\$169,087	\$0	\$0	\$0	2.2	\$169,087	(0.7)	(\$2,1832)
Parkwide Safety	1.2	\$89,855	\$9,881	\$0	\$0	\$0	0.2	\$9,881	(1.1)	(\$79,973)
Planning	2.1	\$177,531	\$64,788	\$8,335	\$0	\$0	0.9	\$73,123	(1.1)	(\$104,408)
Subtotal	13.5	\$971,936	\$517,330	\$30,453	\$0	\$501	7.7	\$546,285	(5.8)	(\$423,651)
Grand Total	96.0	\$5,965,086	\$2,254,492	\$178,566	\$2,750	\$35,956	41.3	\$2,471,764	(54.8)	(\$3,493,323)

This financial statement has been prepared from the books and records of the National Park Service in accordance with NPS accounting policies. The resources available reflect the total operations and maintenance expenses incurred by the park during the last complete fiscal year. The resources required represent the funding needed to operate the park while fully meeting operational standards as defined in business plan supporting documentation. Program requirements are presented as a five-year planning tool based on salary and wage tables from the same fiscal year, given current resource inventories, and the current park infrastructure. Changes resulting from one-time projects and capital improvements (e.g. investments) may have a resulting impact on the operational requirements presented.

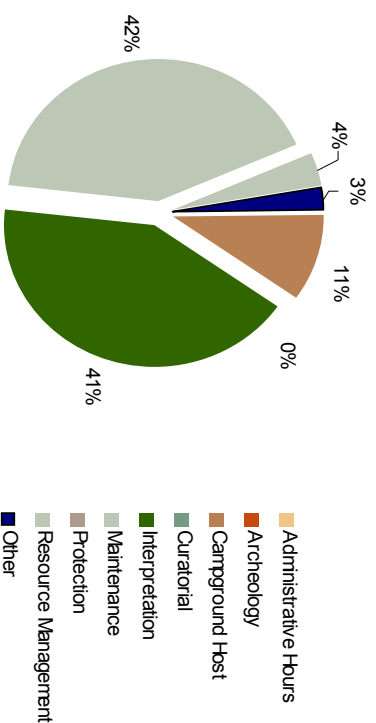
The value of donated materials and in-kind services is not included as an available resource in the financial summary because these materials and services are not only used for required operations. See page 28 for information on the valuation of work performed by volunteers.

The financial statement presents the available and required resources for the operational activities of the park only. Investment expenditures for capital improvements or other one-time projects are not accounted for in this statement. For information on National Park Service 25

Volunteer Analysis

Apostle Islands National Lakeshore is fortunate to benefit from the synergies of its many volunteer programs. In order to maintain its operational standards of quality and in the face of escalating costs, the Apostle Islands National Lakeshore continues to rely heavily on the use of qualified and highly dedicated volunteers. Because of the park's volunteers, paid employees have been able to complete work that would not otherwise have been accomplished because of funding and staffing limitations.

FY01 Volunteer Hours by Category



In fiscal year 2001, the park's 133 Volunteers-in-Parks (VIP's) contributed over 14,000 hours at a value of \$192,542 during the four to five month summer season. The total number of volunteer hours exceeds the five-year average of hours contributed by 17%. The effort is significant; on average, each volunteer contributed 105 hours towards the mission of the Apostle Islands, compared to the service-wide 1999 average of 37 hours. Volunteer contributions at the park for fiscal year 2001 were equivalent to over six FTE's.

In the past ten years, the Lakeshore's volunteer hours have increased by over 30%. This increasing reliance is especially illustrated when park staffing trends are examined. Until 1984, there were protection and interpretive rangers stationed on Sand, Devils, Michigan and Outer Islands. Due to flat budgets and the increased complexity and demands on all park operations, volunteers have since been used to staff each of those positions. From posts at four light station complexes to historic fish camps, Apostle Islands' volunteers serve in a variety of capacities—as lighthouse keepers, interpretive guides, marine mechanic interns, and campground hosts. Six of the islands are staffed for weeks at a time by volunteers who provide the only NPS presence. Their efforts play significantly in vandalism deterrence at National Register properties, as well as providing critical onsite visitor services at remote island locations. Without volunteers, patrol activity would have to be significantly increased to heavily visited island locations of up to 32 miles away.

Partnerships with community agencies and organizations continue to lead to synergistic projects and added value to the park, such as volunteer time spent on maintenance of historic gardens at the Raspberry Island lighthouse grounds, construction and maintenance of the Lakeshore and Outer Island trail system, and professional assistance provided by college student interns. In order to encourage such projects and to meet the operational needs for volunteers, the park will continue to evaluate its volunteer programs for effectiveness and how to best use these resources in innovative ways.

From Volunteer to Park Ranger

Since she was seven years old, Katina Werchowski dreamed of working for a national park. When she was 14, Katina's dream was realized. She volunteered for two summers at Apostle Islands National Lakeshore.

Katina provided customer service at the Visitor Center information desk, accompanied park rangers on patrol, and helped to develop the park webpages on lighthouses. She now says "It was an experience I'll never forget, and one that helped shape the start of my career. . . I found I gained more appreciation and knowledge about the area in which I grew up."

A member of the 4,100-person Lake Superior Chippewa Band from Red Cliff, a neighboring community to the park, Katina can trace her ancestral ties to the Apostle Islands.

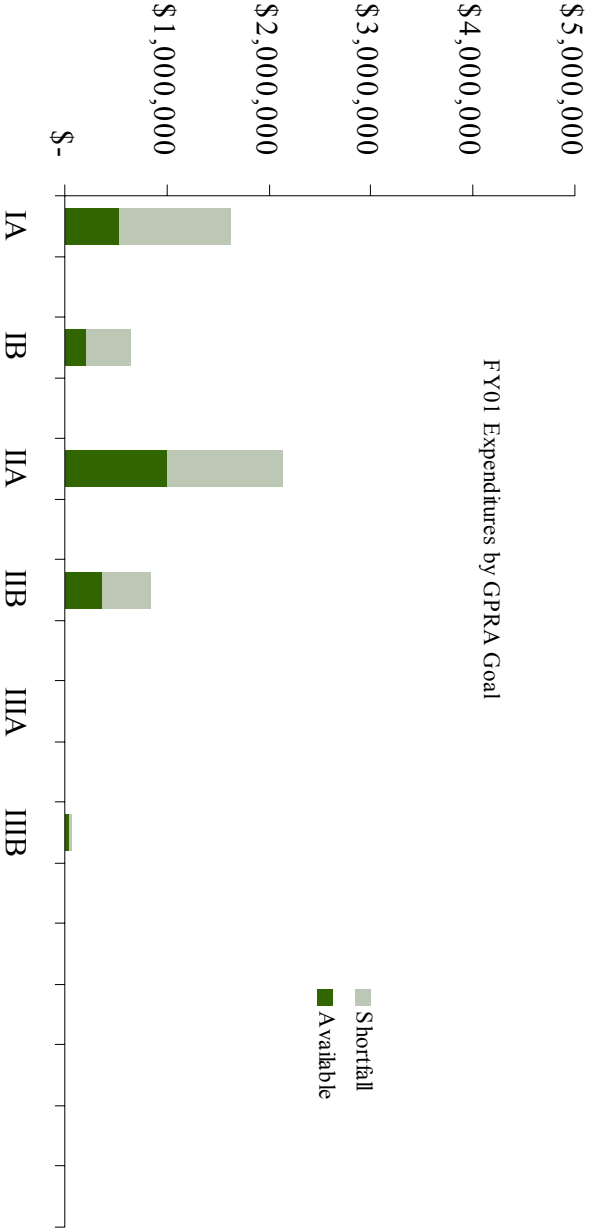
Currently, Katina works on the park staff as a seasonal visitor use assistant in the Resources Education division. She enters her senior year at Bayfield High School with aspirations of becoming a permanent law enforcement park ranger.

Government Performance and Results Act

The Government Performance and Results Act (GPRA) resulted in the park's use of a performance management tool which supports greater park efficacy. Apostle Islands National Lakeshore developed a GPRA-based Strategic Plan identifying goal targets and metrics, and publishes Annual Performance Plans and Reports to measure and communicate the park's progress towards GPRA goals accordingly.

The park's 2001 operational expenditures were allocated across GPRA goals. As highlighted in the below chart, the focus of park activity has centered on visitor services (Goal IIa) and resource protection (Goal Ia). The park's emphasis on visitor services was similarly analyzed in the Financial Summary, and includes such activities associated with interpretation, safety services, and infrastructure operations. Consequently, visitor services goals are relatively expensive in comparison with all GPRA goals.

Although total expenditures for resource protection goals (Goals Ia and Ib) are relatively high, the resulting shortfalls, when measured alongside requirements, are over double the actual funding. Overall, the park allocates its expenditures fairly evenly relative to the requirements that have been identified.



Staircase leading to the top of Michigan Light Station

GPRA Mission Goals

Preserve Park Resources: Natural and Cultural resources and associated values are protected, restored, and maintained in good condition and managed within their broader ecosystem and cultural context.

The National Park Service contributes to knowledge about natural and cultural resources and associated values; management decisions about resources and visitors are based on adequate scholarly and scientific information.

Provide for the Public Enjoyment and Visitor Experience of Parks: Visitors safely enjoy and are satisfied with the availability, accessibility, diversity, and quality of facilities, services, and appropriate recreational opportunities at the parks.

Park visitors and the general public understand and appreciate the preservation of parks and their resources for this and future generations.

Strengthen and Preserve Natural and Cultural Resources & Enhance Recreational Opportunities Managed by Partners: Natural and cultural resources are conserved through formal partnership programs.

Through partnerships with other federal, state, and local agencies and nonprofit organizations, a nationwide system of parks, open space, rivers and trails provides educational, recreational, and conservation benefits for the American people.

Assisted through federal funds and programs, the protection of recreational opportunities is achieved through formal mechanisms to ensure continued access for public recreational use.

Ensure Organizational Effectiveness: The National Park Service uses current management practices, systems, and technologies to accomplish its mission.

The National Park Service increases its managerial resources through initiatives and support from other agencies, organizations, and individuals.



Lighthouse beacon at Outer Island

Funded Investments

Funded investments for the park in 2001 totaled \$518,312. These projects, identified and requested by the park, increased the park's financial and intellectual capital. The following funded investment list describes the most significant investments funded in 2001, the comprehensive costs associated with the project (labor, supplies, and transportation), and a brief description of the work completed.

Stabilization of historic and non-historic structures: \$84,000
Maintenance staff replaced roofs, flooring, boilers, and appliances at six structures at Little Sand Bay, Devils Island, and Manitou Island.

Replacement of outdated audiovisual materials: \$150,000
Work began with a Harpers Ferry Design Center film crew to overhaul the park's centerpiece film on the Apostle Islands. The film will be available for presentation in 2003.

Rehabilitation of wayside exhibits: \$30,000
Wayside exhibits that had been damaged by aging, weather, bears or vandalism were repaired at locations such as: Little Sand Bay,

Headquarters and numerous island locations. Exhibits and informational boards were repaired as well.

Rehabilitation of substandard living quarters: \$45,000
This project funded installation of safety devices and appliances, as well as flooring and furnace replacement. Planning was conducted with the Denver Service Center in order to develop improved wastewater systems for Little Sand Bay housing.

Reconstruction of trails, docks, roads, campgrounds: \$50,000
Visitor services were significantly enhanced and 2001 storm damage was mitigated through maintenance efforts on a variety of park structures. Results included installation of boardwalks, road and ditch repair, trail building, and major reconstruction of light station tramway trestles.

Study of language and core value project, phase II: \$12,000
An analysis of language use and core values as they apply to visitor use of park resources was completed. The information gained will enable Apostle Islands National Lakeshore to provide appropriate messages to the community, partners, and visitors regarding critical resource issues.



Fog signal building at Devils Island

Priorities and Strategies

Operations and Maintenance Priorities

The priority operational and maintenance needs of Apostle Islands National Lakeshore will provide the most critical support for day-to-day park operational shortfalls. These funding needs are listed in the National Park Service's Operations Formulation System (OFS), a web-based system which aids in developing and identifying needs for operational funding increases. The park's priority requests reflect the comprehensive needs necessary to meet operational shortfalls.

The total amount requested for priority operational and maintenance needs is \$3.3 million. Receipt of this funding will address the following priority shortfalls in staffing and park services:

1. Provide comprehensive maintenance program to preserve threatened facilities: (\$368,000 & 3.5 FTE)

Dedicate additional support to preventative maintenance program to address structural and electrical hazards, eradicate rodent infestation of structures, and abate lead-based paint at lightstations and fishery complexes. Realign and improve trail surface and drainage systems to prevent surrounding resource damage. Address increased utility costs and transportation support; provide for trained expertise in historic preservation maintenance.

2. Protect historic structures, cultural landscapes, and museum objects: (\$392,000 & 5.5 FTE)

Enable technically trained staff to manage and treat deterioration of five structures, two cultural landscapes, and 600 museum objects per year. Such efforts would improve protection of these

resources and increase opportunities for visitors to appreciate and understand their cultural significance.

3. Improve the safety and security of park staff, visitors and resources: (\$680,000 & 9 FTE)

Recruit and retain quality law enforcement rangers, provide for mandated annual law enforcement/emergency training, maintain patrol vehicles, equipment and supplies. Increase hazardous material containment response supplies. Convert two seasonal law enforcement positions to permanent subject-to-furlough and create a full-time Safety Officer position.

4. Provide services for significant visitation changes: (\$155,000 & 2 FTE)

Enable the park to provide adequate safety services and resource information to growing numbers of non-motorized boaters by increasing staffing, including an additional boat operator and two interpreters.

5. Restore park habitats and control non-native species: (\$499,000 & 6.5 FTE)

Remove unused historic structures on twenty previously occupied tracts of over 150 acres, conduct preliminary restoration and control of exotic species, and provide on-going maintenance. Increase work with the Natural Resource Conservation Service on collection and propagation of native vegetation for landscape restoration. Control the invasion of non-native species and protect the federally endangered Piping Plover through intensive monitoring and public education.

The priority operational and maintenance needs of Apostle Islands National Lakeshore will provide the most critical support for day-to-day park operational shortfalls.



Non-native plant control.

Operations and Maintenance Priorities



6. *Provide visitor access and interpretive services at Raspberry Island's historic lighthouse. (\$164,000 & 2.3 FTE)*

Provide increased maintenance and visitor education services at Raspberry Island lighthouse—a focal point for interpretation of the vital role of lighthouses in the history of Great Lakes navigation. The lighthouse receives over 10,000 visitors a summer season and is planned to receive major renovation in 2005.

7. *Support Ojibwe educator program in partnership with the Red Cliff Band of Lake Superior Chippewa. (\$150,000 & 2 FTE)*

Establish a park ranger (Ojibwe Education) position to provide a springboard for a combined natural and cultural education curriculum and encourage visitors to embrace their cultural connections to the land.

8. *Meet increased operational demands on mainland acreage: (\$280,000 & 4 FTE)*

In tandem with increasing facility services at Meyers Beach and Little Sand Bay, increase park's maintenance, resource protection



Top: Park ranger in historic uniform, Raspberry Island light station
Bottom: Hokenson Brothers Fishery

and interpretive services. Preserve and protect displayed museum objects by trained staff, provide programs related to Ojibwe culture and a historic fishery, protect boaters and visitors along Lake Superior's bluffs, and maintain the visitor service areas and historic structures.

9. *Assure continued operational partnership with the Northern Great Lakes Visitor Center: (NGLVC) (\$634,000 & 8 FTE)*

Fill critical staff positions at the NGLVC, provide for common facility operation costs and routine daily maintenance in accordance with the partnership agreement.

10. *Enhance parkwide external affairs and planning resources: (\$144,500 & 3 FTE)*

Provide park with long-term management funding to meet the strategic challenges of the park's limited resources, growing visitation and deteriorating cultural resources. Additional staff will better support the park's many community stakeholders, as well as help to accelerate, improve and assure the long-term continuity of parkwide planning.

Investment Priorities

Park operations are sustained by one-time strategic investments in assets and intellectual capital. The management team at Apostle Islands National Lakeshore has identified the comprehensive strategic investment needs of the park. Such projects would allow the park to meet servicewide mission goals and to maximize cost effectiveness.

The priority unfunded investment needs of the park total almost \$24,000,000. The listing of projects contains a short description of what activities would be enabled if the park were to receive the requested funding. Costs were formulated via project analyses listed in the Project Management Information System (PMIS), a National Park Service database which lists and prioritizes project funding requests servicewide.

Resource Protection: (\$5,264,000)

Research and Prepare Mandatory Cultural Resource Planning Documents: (\$864,800)

Compile baseline information on archeological sites within critical zones of Apostle Islands National Lakeshore. Conduct oral history research to capture time-sensitive cultural resource data. Prepare critical Cultural Landscape Reports to document and evaluate five light stations. Report will allow park to move forward with rehabilitation of sites and to determine carrying capacity and impact thresholds for visitor use.

Stabilize Historic Structures: (\$3,447,200)

Arrest deterioration of historic structures parkwide with exterior restoration and preservation maintenance efforts. Rehabilitate Hokerson Historic fisheries dock and "Twilite" boat. Restore Raspberry Island light station to an adaptive furnished exhibit and seasonal employee housing. Perform exterior preservation maintenance on Michigan Island light tower.

Inventory and Study Natural Resources: (\$952,000)

Study demographics, movements, and impacts to vegetation of park resident animal species, including whitetail deer, snowshoe hare, small mammals, breeding bird species, amphibians and reptiles. Such studies will directly enhance the park's resource management efforts and baseline inventory and allow science-based management of legal hunting, trapping, and gathering in the park. This investment also provides for environmental research on mercury and other toxic chemicals, air quality monitoring, visitor dispersion and use, and a coastal processes assessment.

Visitor Experience and Enjoyment: (\$2,464,010)

Design/Construct Visitor Center, Museum and Wayside Exhibits: (\$2,464,010)

Install exhibits in a maritime museum, using an existing outbuilding on Raspberry Island. The historic light will be historically furnished in the 1914-1924 era and will be open to the public. Rehabilitate HQ Visitor Center interpretive exhibits. Construct a 2500 square foot Visitor Center to replace the existing Contact Station at Little Sand Bay. Design and fabricate over 90 fiberglass embedded wayside exhibits and install them in locations parkwide.

Facility Operations and Maintenance: (\$5,174,950)

Mitigate Safety and Hazardous Materials Deficiencies: (\$976,500)

Remove and dispose of lead-based paint from the interior of six nationally significant historic light station structures and re-paint the abated surfaces. Contract for comprehensive inventory, identification and removal of hazardous waste at historic light stations, buildings, dumps, and submerged shorelines.



Sandspt monitoring, Outer Island



Mamtiou Island

Repair and Replace Docks and Fleet Assets:
(\$3,200,000)

Conduct surveys and develop and implement recommendations for design improvements to the Michigan, Outer and Sand Island docks and the Mainland Trail crossing of the Sand River, thereby minimizing impacts on natural and cultural resources. Reconstruct and rehabilitate unsafe docks at Sand, Long, Basswood and South Twin Islands. Replace all fleet assets past their useful life in order to ensure safe and efficient operations.

Construct and Improve Trails and Campsites:
(\$547,700)

Construct almost six miles of new trail and rehabilitate six miles of existing trail on mainland. Survey trail location and park boundary, brush and clear trail, construct bridges, boardwalks and drainage structures. Improve campsite design and layout to minimize visitor impacts on natural resources and restore vegetation and mitigate erosion. Install and rehabilitate tent pads and fire grills. Improve facilities at Meyers Beach, including access point, picnic area, comfort station and exhibit kiosk in order to meet substantial visitation growth at the site.

Repair and Upgrade Utility Systems: ***(\$450,750)***

Repair wastewater, storm water and utility systems at Devils Island. Test and design needed wastewater systems at three other island locations. Replace hazardous lighting fixtures and electrical circuits at Little Sand Bay facilities. Rehabilitate photovoltaic systems parkwide.

Management and Administration: ***(\$1,110,000)***

Develop General Management Plan: ***(\$650,000)***

Develop a new General Management Plan (GMP) to address substantial changes in visitor use patterns, sustainability of lighthouse operations, Wilderness Suitability Study issues, additional park acreage at Long Island, development of new management strategies for the park's enormous cultural resource base, and Northern Great Lakes Visitor Center and other cooperative opportunities available to the park.

Upgrade Parkwide Communication Systems: ***(\$460,000)***

Replace repeaters, base stations, mobile and portable radios, and base remotes in order to meet federally mandated "narrowband" conversion by January 1, 2005. Costs include engineering and design, installation, travel and support, and training. Replace obsolete fire and intrusion alarm systems at three historic structures, general facilities and provide installation at two multipurpose complexes to ensure the safety and protection of employees, visitors and park resources.

The park's priority listing of investment project needs does not include the full range of costs needed to rehabilitate and restore all historic lighthouses, grounds, outbuildings and fishery facilities. Such an endeavor would be costly—a rough cost estimate by park managers identifies a pricetag of over \$4.05 million. Accomplishment of the cultural history reports listed above as an investment priority would identify and refine the exact project needs of full rehabilitation. Whether to rehabilitate any or all of these facilities, and to what standard, will depend on many variables: the availability of investment funding, the likelihood of sufficient maintenance and operating funds and public sentiment. These difficult issues will be addressed in the new GMP, which will have extensive public involvement.

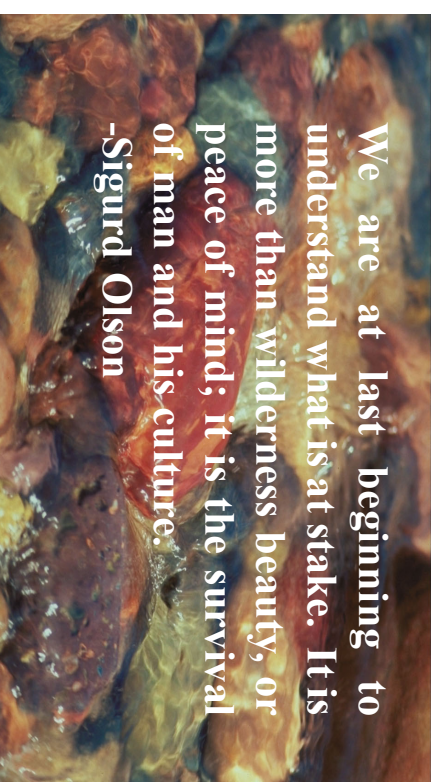
Strategies for Reducing Costs

Apostle Islands National Lakeshore continually uses creative efforts to address its shortfalls. The park has identified strategies which leverage the park's competitive advantages within its operating environment. As analyzed throughout this plan, the park's operating environment is marked by increasing and changing visitation, lean staffing and presence in a variety of community types (geographical, land management, federal, regional). The park retains key competitive advantages—visitors, community resources, cultural and natural resources.

The following strategies may present significant opportunities for the park to meet its operational shortfall. The strategies fall into two categories: those which increase non-appropriated funding and those which decrease operational costs. Substantially more research and public involvement is necessary before actual implementation of any of these strategies.



National Park Service dock at Roys Point



Increase Employee Recognition Program

The park needs to incorporate incentive measures for cost-cutting and revenue enhancing efforts of its staff. Past efforts have directly resulted in decreased expenditures and additions of non-appropriated funding, such as the competitive grants received from corporations, including Exxon, Eastman Kodak Company, and Ford Motor Company. Currently, the park's employee award program does not specifically recognize these financial efforts. Implementation of such a strategy addresses the tendency towards divisional budget "stovepiping," as well as providing a decentralized conduit of ideas and information. Such incentives encourage implementation and generation of cost-cutting and revenue enhancing measures, as well as dually recognizing the full staff's impact on parkwide budgeting.



National Park Service dock at Roys Point

Fleet Asset Efficiencies

Replacement of aging boat power systems will incur substantial cost savings. Currently, many of the park's boats exceed or are fast approaching 25 years old. Power system replacement with higher efficiency twin engines, although entailing an initial investment, will save over \$22,000 for the duration of engine life. Additionally, outfitting boats with twin engines better provides for employee safety, allowing a backup system in the case of one engine shutdown. Total cost savings, assuming replacement of four boat power systems, would total almost \$89,000 over the duration of the engine's lifespan. Replacing aging two cycle engines with new four-cycle engines will also significantly reduce emissions.

Defining and Communicating Strategic Vision

The park should refine and communicate its strategic vision based on significant operational impacts since the last General Management Plan, published in 1989. Benefits to this strategy would be immediate and long-lasting. Currently, some efforts to measure success of mission accomplishment are hampered in the absence of updated strategic vision, sometimes causing duplication of managerial efforts. Challenges to priority setting at the park often revolve around the issue of the level of development needed to meet visitor services. A clearly defined and shared strategic vision would build upon institutional memory in order to ensure better continuity in long-term planning and management. This strategy would refine cross-divisional communication, allow more integrated and aligned standards, and better define the opportunities for work with park stakeholders.

Apostle Islands National Lakeshore continually uses creative efforts to address its shortfalls. The park has identified strategies which leverage the park's competitive advantages within its operating environment.



Fresnel lens at Devils Island Light Tower

Strategies for Increasing Non-Appropriated Funding

Friends Group

Establishment of a Friends Group, or significant partnering with an existing community foundation, would best draw upon resources external to existing funding mechanisms. While it is difficult to project the amount of funds that a Friends Group could provide, the park can identify two primary needs which may be served by a Friends Group. First, the need for capital investment supplements towards rehabilitation and successive maintenance of historic structures. A relationship might be established so that a Friends Group “adopts” a light station and centers its efforts on capital fundraising. The second need includes more comprehensive support in volunteerism, general fundraising, community involvement, land stewardship and advocacy for the park.

Costs involved with the strategy include a substantial investment of staff time to establish and coordinate the partnership. The added value of this strategy would likely be more than just the park’s financial gain, and probably greatly outweigh the costs. The Friends Group could provide access to key networks, professional expertise, and increased community involvement.



Guided camping group landing a canoe at Little Sand Bay



Raspberry Island Light Station

Historical structures for commercial use

Limited and carefully managed commercial use of historic structures would allow the park to maximize visitor use of key assets while generating revenue streams for upkeep of these structures. Commercial use could take on a variety of forms—corporate meeting centers, bed-and-breakfast lodging, and educational. In return for a commitment to maintain the facility to park standards, the partner could be granted limited exclusive use of the facility. Coordination of this endeavor could be in tandem with possible Friends Group operations.

Initial outlays would include: capital investment for restoration of structures (besides the Raspberry Island light station, scheduled for major restoration in 2005), park staff time, and the portion of upkeep costs not underwritten by generated revenue. Minimal annual cost estimates for operation and maintenance of a restored historic structure are roughly \$3,400. Apostle Islands would benefit from underwriting of a portion or the entirety of these successive operational costs; the public would benefit from these assets being maintained by private capital.

Docking fees

The park does not charge any type of docking fees for boaters, including overnight stays. Apostle Islands does participate in the Federal Fee Demonstration Program with its camping fees, and is compensated with 80% of the revenue. In effect, overnight boaters can be thought of as campers in terms of their park facilities use. Potentially, additional fee revenue could be generated from docking fees. Costs associated with initiating this strategy include increased staff time for fee collection and accounting; net revenues are based on current overnight island visitation and a \$15 overnight charge. The resulting total benefit from this strategy is approximately \$156,000 per year.



Local commercial fishing boat



Cultural resource on Sand Island

Wisconsin special license plate

Participation in Wisconsin's Special License Plate or Minnesota Specialty License Plate programs could bring increased funding to the park. While selected visitors make donations to the park, an additional formal fundraising mechanism would allow visitors to easily show their support for the park. Wisconsin does not currently have a land-based special license plate; Minnesota only offers a "Critical Habitat" plate. Participation in the programs might include other national park units in the two states.

Use of such strategy requires state legislative approval. Plate purchasers would pay the donation, generally \$25, in addition to state registration fees. The park or Friend's Group could potentially receive \$100,000 annually after a 2-1/2 year period of initial investment to the state.

Looking Ahead

Of the many visitor comments that park staff have received in recent years, one stands out above all the others – “I like things just the way they are now. Don’t change a thing.”

We hear it a lot.

Often, the comment is followed up with a rationale – “I want my grandchildren to be able to have this same experience.”

Our Ojibwe neighbors ponder the impacts of their decisions on the seventh generation hence. It is a philosophy that is wonderfully in tune with the legal mandate of the National Park Service to “conserve unimpaired...for the enjoyment of future generations.” It is truly inspiring to hear it echoed in the voices of our visitors.

Unfortunately, it isn’t possible to put the islands and their treasures under glass. While we may not invite change, change sometimes invites itself. Visitation levels change, demographics change, modes of transportation change, water levels change, budgets change, legal requirements change. Buildings age and decay. Exotic plants and animals alter the distributions of native species. Forests creep into the historic landscapes around lighthouses, logging camps, and quarries. Faced with such an onslaught of change taking place around us, it can be difficult to keep everything in the islands precisely as it is now.

The number of campers in the park has tripled in less than 15 years. When campsites are filled to capacity, is it better to put up a “No Vacancy” sign, or should we add a few more sites? How many is too many?

Apostle Islands National Lakeshore is blessed with the largest and most diverse set of lighthouses found anywhere in our nation’s parks. If the budget doesn’t allow us to prevent decay in all of them, then should we practice a form

of lighthouse triage - halting the decay in a few at the expense of the others? If so, which ones? If not, what else can be done?

Questions such as these will be pondered in the future, as the park prepares to close the door on its increasingly outdated General Management Plan, and begins to peer into the future with the drafting of a new one. It is a very open, very public process, and we hope you’ll share your own personal vision with us.

What should change?

What shouldn’t change?

What *must not* change?

Ponder these questions for yourself.

Ponder them for future generations.

... should we practice a form of lighthouse triage - halting the decay in a few at the expense of the others? If so, which ones? If not, what else can be done?



Old Michigan Light House

Glossary

Appropriated Non-Base Funding

Those funds authorized by Congress to support fixed-term projects for a variety of park activities. Commonly referred to as “project funding.”

Appropriation

Funding authorized by Congress enabling the government to operate during a given fiscal year.

Base Funding

Those funds authorized by Congress to support day-to-day and ongoing park operations. It does not include funds to support one-time or limited-horizon projects and investments.

Budget Object Class (BOC)

Identification used governmentwide to uniformly classify expenditures based on type (i.e. travel and training, supplies, personnel, benefits).

Fee Demo (Recreation Fee Demonstration Program)

A Congressionally authorized program to test entrance and user fee reinvestment, to maintain and improve the natural resources, recreation facilities, and services at the point of collection and agency collecting the fees.

Fiscal Year

The Federal Government and National Park Service operate on 12 month budgetary cycle ending in September. Fiscal Year 2001 reflects appropriations and expenditures taking place between October 1, 2000, and September 30, 2001.

Full Time Equivalent (FTE)

A measure of work effort, reflecting the equivalent of one or more individuals working 2080 hours per year (40 hours per week, 52 weeks per year).

Program

Operation executed at a park unit (i.e. visitor safety services, cultural resource management, and roads maintenance).

Reimbursable

Funds expended on park activities which are later reimbursed by another Federal or cooperating agency.

Revenue

Funding source which includes all fee revenues, permit revenues, donated funds, services, and items.



Devil's Island Light Station

Acknowledgements

This business plan is the result of an initiative undertaken through a creative public/private partnership between the National Park Service and the National Parks Conservation Association (NPCA), with the generous support of the following philanthropies:

The William and Flora Hewlett Foundation

Henry P. Kendall Foundation

The Roy A. Hunt Foundation

Evelyn & Walter Haas, Jr. Fund

Park Foundations, Inc.

Vira I. Heinz Endowment

The William Penn Foundation

Anonymous

Special Thanks to:

- Lindsay James, Business Plan Consultant,
Kenan-Flagler School of Business,
University of North Carolina

- Nicole Whiting, Business Plan Consultant,
Graduate School of Management,
University of California, Davis

We are grateful for the assistance of the following contributors:

Dr. Thomas Heberlein, Professor Emeritus, University
of Wisconsin, Madison

Susan Nelson, Outdoor Recreation Planner, Northern
Great Lakes Visitor Center

Bill Ferraro, Owner, Apple Hill Orchard

Acknowledgements

*The following park staff members contributed generously to the development
of the
Apostle Islands National Lakeshore Business Plan:*

Myra Dec, *Chief of Resource Education*
Tami DeGrosky, *Chief of Facility Management*
Liz Eskola, *Human Resource Assistant*
Linda Gordon, *Contracting Officer*
Jeff Hepner, *Park Ranger (Supv Visitor/Resource Protection)*
Neil Howk, *Assistant Chief of Resource Education*
Steve Kacvinsky, *Marine and Grounds Supervisor*
Rick Kelly, *NGLVC Facility Manager*
Paula Klinker, *Chief of Administration*
Bob Krumenaker, *Superintendent*
Margaret Ludwig, *Administrative Support Assistant*
Bob Mackreth, *Cultural Resource Specialist*
Susan Mackreth, *Park Ranger (Resource Education)*
Bev Merrow, *Information Management Specialist*
Jim Nepstad, *Management Assistant*
John Pavkovich, *Park Ranger (Visitor/Resource Protection)*
Doug Pratt, *Historic Structure Preservation and Utilities Supervisor*
Julie Van Stappen, *Supervisory Natural Resource Specialist*
Katrina Werchowski, *Visitor Use Assistant*
Greg Zeman, *Chief of Resource Management*

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U. S. Department of the Interior
Published October 2002
Apostle Islands National Lakeshore
Route 1, Box 4
Bayfield, WI 54814